



## STATE JOB TRAINING COORDINATING COUNCIL

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### **STRATEGIC STATEWIDE GOALS AND OBJECTIVES FOR CALIFORNIA'S WORKFORCE PREPARATION PROGRAMS**

**Adopted by the State Job Training Coordinating Council on December 9, 1997**

This statement of goals and objectives is meant to provide guidance to state agencies, local officials and Private Industry Councils (PIC) in the formulation of their plans for the delivery of federal and state funded job training and placement services. These goals and objectives are not intended to dictate policy to local authorities and programs, but to define the overall policy framework for the use of public resources. These should be liberally interpreted and applied so as to further the vision and mission statements for California's workforce preparation system:

#### *The Vision*

*California will have a highly-skilled and well-educated workforce that enhances the State's competitive advantage in the global economy.*

#### *The Mission*

*Strong collaboration between public and private partnerships will ensure that:*

- *California employers will be able to recruit, train, and retrain a workforce possessing the skills needed to compete in a global economy, and*
- *Workers will have the lifelong tools necessary to prepare for viable jobs and flexible careers.*

*California's social and economic future will be assured by creating and building an education, employment, and training system which will be accountable, fully integrated, and adaptable.*

Two major initiatives, California's School-to-Career Vision, and California's Vision for a One-Stop Career Centers System, which received wide public input and have been embraced by the State Job Training Coordinating Council (SJTCC), provide an additional broad policy framework to encourage the coordination and integration of service delivery to enhance the opportunities for education and employment of youths and adults.

## **GOALS AND OBJECTIVES**

The following goals and objectives for California's workforce preparation system have been developed to: (1) provide common statewide strategic guidance applicable to all state, regional, and local workforce preparation programs (2) provide guidelines for improving coordination and delivery of services among these respective programs; and (3) identify priorities and program emphasis for state, regional, and local agencies involved in job training and vocational education programs. These goals and objectives provide benchmarks for future evaluation of state, regional, and local workforce preparation programs.

The strategic, long-range goals for the California Workforce Preparation System are:

- 1. Ensure private sector influence and focused participation in the workforce preparation system at the state, regional, and local levels.**
- 2. Ensure workforce preparation programs and economic development activities are effectively linked to enhance California's global competitiveness.**
- 3. Ensure California's existing and potential workforce has the necessary education, employment readiness, and technical skills for employment and the opportunities for life-long learning to support job retention and career advancement.**
- 4. Ensure access, minimize barriers, and communicate benefits of the system to all potential users.**
- 5. Foster effective coordination/collaboration of the education, employment, training, social services, and economic development programs at the state, regional, and local levels.**
- 6. Continuously improve the quality, effectiveness, and efficiency of services provided to customers.**
- 7. Ensure workforce preparation resources are efficiently and effectively used in support of California's welfare-to-work initiatives.**

A detailed explanation of each goal follows, together with associated objectives and examples of performance measurement areas for identifying progress in the attainment of the goals and objectives.

### ***(1) PRIVATE SECTOR INVOLVEMENT AND LEADERSHIP***

Private sector involvement is essential because it is the private sector (business and labor) that will employ most of the graduates of programs provided through the workforce preparation system. The participation of the private sector helps to ensure that the critical skills and competencies necessary for workforce competitiveness are properly defined and continuously updated.

**Goal:**

**Ensure private sector influence and focused participation in the workforce preparation system at the state, regional, and local levels.**

**Objectives:**

- Create a dynamic, system-wide, results-oriented dialogue with the private sector to understand and respond to industry's changing needs for worker skills.
- Involve private sector leaders at the state, regional, and local levels.
- Increase awareness of and enthusiasm about system benefits within the private sector through targeted marketing.

**Potential Performance Measurement Categories:**

- Private sector satisfaction
- Increased awareness among current and potential employers

**(2) *LINKAGES WITH ECONOMIC DEVELOPMENT***

Workforce preparation is an economic development tool that is essential in supporting and expanding local and regional economies. Workforce preparation programs and economic development activities should be linked in a manner whereby current and potential job opportunities drive job training programs. This increases the likelihood that participants will obtain jobs related to their training and that employers will have a prepared, competitive workforce.

**Goal:**

**Ensure workforce preparation programs and economic development activities are effectively linked to enhance California's global competitiveness.**

**Objectives:**

- Utilize appropriate data to identify education and training needs in growing market segments.
- Ensure flexibility and responsiveness in order to support emerging industries in a timely manner.
- Encourage and support job retention.

**Potential Performance Measurement Categories:**

- Linkage with economic development activities
- Job retention
- Industry competitiveness

### ***(3) WORKFORCE SKILLS DEVELOPMENT***

Ongoing skills improvement is necessary for California industries to maintain a leadership position in the global economy, and for creating opportunities for workers to share in future economic growth. Possession of core skills in literacy, math, critical thinking, creativity, and computer literacy are imperative for individuals to compete, or even survive, in the workplace. Additionally, possession of workplace skills, including conflict resolution, the ability to understand instructions, to communicate clearly and to work together in groups, and the self-confidence to respond to change are essential for a creative, flexible workforce. State, regional, and local workforce preparation programs should assess new entrants and reentrants to the workforce for critical skill deficiencies and provide services (or referral to services) that will enable individuals to acquire necessary skills/knowledge.

#### **Goal:**

**Ensure California's existing and potential workforce has the necessary education, employment readiness, and technical skills for employment and the opportunities for life-long learning to support job retention and career advancement.**

#### **Objectives:**

- Increase individual awareness of links between skills and jobs.
- Within the public education arena, utilize skill and proficiency level standards.
- Ensure that training programs throughout the state meet the needs of various types of workers (high school students, displaced workers, reentry workers, unskilled workers, mid-level workers, etc.), and that the programs include instructional strategies to help these students succeed in the programs.

#### **Potential Performance Measurement Categories:**

- Skill and proficiency standards
- Number of workers chronically under-employed or unemployed due to inadequate skills

### ***(4) ACCESS***

California's workforce preparation system must be designed to guarantee universal access to all customers. That guarantee is meaningful only if potential customers are aware of the existence and benefits of the system and have realistic and reasonable opportunities to access the system. Universal access assures that all employers seeking employees and all individuals seeking employment can have their needs considered. [Note: Access to services does not mean entitlement to services. Available resources, legal mandates, and public policy determine the extent to which specific services are provided.]

#### **Goal:**

**Ensure access, minimize barriers, and communicate benefits of the system to all potential users.**

**Objectives:**

- Enhance awareness and understanding of system.
- Increase access for disenfranchised individuals.

**Potential Performance Measurement Categories:**

- Total number of individuals served
- Total number of individuals served as a percentage of the total estimated population to be served
- Characteristics of individuals served and not served
- Surveys to measure knowledge of system

**(5) *COORDINATION/COLLABORATION***

The current system of education, employment, training, social services, and economic development programs has led to a disconnected array of programs and services within the workforce preparation system. Coordination of resources and collaboration in purpose can create effective partnerships for overcoming identified weaknesses.

**Goal:**

**Foster effective coordination/collaboration of the education, employment, training, social services, and economic development programs at the state, regional, and local levels.**

**Objectives:**

- Increase opportunities for coordination/collaboration.
- Enhance qualitative return on dollars expended or cost incurred.
- Reduce unnecessary duplication of effort.
- Improve the overall services delivered.

**Potential Performance Measurement Categories:**

- Total number of individuals served
- Benefit-cost ratios which reflect similarities and differences among programs
- Surveys to identify reduction in duplication of effort

**(6) *CONTINUOUS IMPROVEMENT***

To be effective, workforce preparation services must be available to customers at the time and at the quality those services are needed. Customers' needs are not constant; they are ever-changing in response to the dynamics of the economy and personal environments. By implementing a

program of continuous improvement that is focused on services provided to customers, the workforce preparation system can be more responsive to customers' needs.

**Goal:**

**Continuously improve the quality, effectiveness, and efficiency of services provided to customers.**

**Objectives:**

- Establish baseline data on the quality of each type of workforce preparation service.
- Formulate and achieve target measures for quality and service to all customers.
- Identify and use best available tools and resources employed by other organizations for continuous improvement.
- Improve and expand feedback processes.

**Potential Performance Measurement Categories:**

- Benchmarking for timely and cost-effective services
- Benchmarking for resource utilization
- Customer satisfaction surveys and other feedback mechanisms

**(7) *WELFARE REFORM***

Welfare reform will affect all levels of government in which welfare recipients reside. Public and private employers will need to hire large numbers of welfare recipients in order to meet federally required work participation rates. Failure to achieve these rates will have adverse fiscal implications.

**Goal:**

**Ensure workforce preparation resources are efficiently and effectively used in support of California's welfare-to-work initiatives.**

**Objective:**

- Target resources to support the welfare-to-work initiatives, within the flexibility allowed by law.

**Potential Performance Measurement Category:**

- Jobs obtained, job retained, job advancements, and services provided to potential and actual welfare populations

## STATEWIDE COORDINATION CRITERIA

Adopted by the State Job Training Coordinating Council on December 9, 1997

### OVERVIEW

It is the basic goal of the State of California that all employment, training and education programs be planned, coordinated and delivered in a manner that supports the need of California for a highly-skilled, well-educated workforce. It is a further goal that these programs, to the degree possible, integrate resources and jointly plan common systems for the provision of nonduplicative services to meet the diverse needs of the eligible population, employers, and the current and emerging workforce. The coordination criteria contained herein is intended to foster effective coordination/collaboration between and among Job Training Partnership Act (JTPA) programs and other education, employment, training, social services, and economic development programs operating at the state, regional, and local levels.

To this end, programs and activities funded by the JTPA need to be developed in coordination with local Employment Development Department (EDD) offices, welfare departments, vocational education agencies including the educational components of the state's youth and adult correctional agencies, service providers, employer and labor communities, and other human resource organizations at the state, regional, and local levels. Moreover, programs and activities funded by the JTPA are encouraged to support the statewide implementation of California's One-Stop Career Centers System and School-to-Career partnerships consistent with California's vision. Through the development and implementation of local One-Stop Career Center systems, California will continue to make progress in moving toward integration of service delivery.

### COORDINATION CRITERIA

As required by JTPA Section 122(b)(3), each job training plan submitted by the private industry council of a local Service Delivery Area will be reviewed by the SJTCC for the purpose of certifying to the Governor the consistency of the plan with the coordination criteria published below. As required by JTPA Section 122(b)(8), each plan of State agencies providing employment, training, and related services will be reviewed by the SJTCC for comment to the Governor. The SJTCC will comment on the extent to which state plans are consistent with applicable coordination criteria.

#### **(a) Private Industry Council (PIC) Responsibilities:**

- (1) The PIC is responsible for providing policy guidance for the development of the local job training plan. The PIC will:
  - (A) Be involved in all stages of program planning, policy setting, oversight, evaluation, and implementation to ensure that JTPA programs reflect the needs of the employer and labor communities and that education and training are provided in demand and growing occupations.

- (B) Adopt procedures and methodologies for notifying public and private representatives of other employment and training, placement, vocational education, and social service programs of the start and the agenda for the planning process; actively involving those representatives in the development of the Job Training Plan; and assuring that all local employment and training and vocational education resources are considered in developing the plan.
- (C) Assure that all JTPA programs under Title II and Title III are made available to the eligible populations in the SDA, and determine whether to permit services to homeless individuals who cannot prove residence within the SDA.
- (D) Send copies of the approved plan to the vocational education governing boards serving the SDA.
- (2) The PIC has responsibility for commenting on local applications for vocational education funds during their development. Such applications are to describe methods to be used to coordinate vocational education services with relevant programs conducted under JTPA.
- (3) The PIC may have additional coordination responsibilities delegated by recent welfare reform initiatives, including the Personal Responsibility and Work Opportunity Act of 1996, Welfare-to-Work Grants to States (Section 5001 of the Balanced Budget Act of 1997), and the California Work Opportunity and Responsibilities to Kids (CalWORKS).

**(b) Service Delivery Area Responsibilities:**

- (1) Programs operated by an SDA will be objectively evaluated on their responsiveness to client, employer, and other local needs and linkages with service providers, economic development, and School-to-Career system reform efforts. Evaluations will, to the extent feasible, include comments from clients, employers, and service providers. A needs assessment based on current labor market information will be conducted, and appropriate linkages will be established with service providers to respond to those needs. The needs assessment will consider the eligible population's need for child care and other supportive services and will identify organizations that provide these services.
- (2) Programs operated by an SDA under JTPA need to be coordinated as much as possible with employment and training programs operated by the Employment Development Department under the Wagner-Peyser Act. The SDA entity and local EDD Job Service office(s) shall jointly plan for the coordinated provision of services to common employers and clients and, as appropriate, jointly develop projects that serve identified community needs.
- (3) If there is more than one SDA in a single labor market area, agreements must be established providing for coordination among SDA programs, including:
  - (A) Assessments of needs and problems in the labor market area that form the basis for program planning; and
  - (B) Coordinated or joint implementation of job development, placement and other employer outreach activities.



- (4) If the county welfare department covers more than one SDA or the SDA encompasses more than one county, the SDA entity must coordinate with the other SDAs and the county welfare department(s) in the development of procedures for the referral and enrollment of welfare recipients and for the sharing of program and client information.
- (5) The SDA entity may have additional coordination responsibilities delegated by recent welfare reform initiatives, including the Personal Responsibility and Work Opportunity Act of 1996, Welfare-to-Work Grants to States (Section 5001 of the Balanced Budget Act of 1997), and the California Work Opportunity and Responsibilities to Kids (CalWORKS).

**(c) JTPA Program Responsibilities:**

- (1) JTPA Title III Dislocated Worker programs are to be coordinated with other state, regional, and local retraining programs, including programs and services provided by the Job Service, the Trade and Commerce Agency, and the Employment Training Panel. All such programs will involve affected labor organizations, local educational agencies, employers, local government, economic development corporations, community-based organizations, and interested individuals.

A coordinated response to plant closures or mass layoffs is necessary. The Title III substate grantee will develop and implement a site-specific plan based on an assessment of the needs of the employer and the affected workers. The plan will assure maximum coordination among agencies serving dislocated workers, and will include methods for identifying and notifying such agencies of pending/actual plant closures and mass layoffs for developing joint funding approaches to address the problem.

- (2) JTPA Titles II and III programs are to be coordinated with the Job Service, local education, county welfare departments, and JTPA Title II-A (8%) State Education Coordination and Grants programs, to benefit participants in California's welfare-to-work initiatives.
- (3) The universal need for accurate and timely labor market information requires that all employment, training and education providers cooperate in the generation and sharing of local labor market information, the development of common definitions, and the promotion of compatible data systems which will serve the whole community and facilitate joint planning and coordination.
- (4) The JTPA program may have additional coordination responsibilities delegated by recent welfare reform initiatives, including the Personal Responsibility and Work Opportunity Act of 1996, Welfare-to-Work Grants to States (Section 5001 of the Balanced Budget Act of 1997), and the California Work Opportunity and Responsibilities to Kids (CalWORKS).

**(d) Other (Non-JTPA) Program Responsibilities:**

- (1) The Carl D. Perkins Vocational and Applied Technology Education Act (VATEA) requires:
  - (A) The State Vocational Education Plan to describe specific methods and procedures for coordinating vocational education programs and services with programs and services funded under JTPA. (Section 113(b)(14))

- (B) Local applications for VATEA funds to describe methods to be used to coordinate vocational education services with relevant programs conducted under JTPA. (Section 240(7))
- (C) The State Board of Education to annually provide each PIC in the state with a listing of all programs assisted under the Act in their area. (Section 111(f))
- (2) Employment and training programs operated by the Employment Development Department under the Wagner-Peyser Act need to be coordinated as much as possible with JTPA programs operated by SDAs under JTPA. The local EDD Job Service office(s) and the SDA administrative entity shall jointly plan for the coordinated provision of services to common employers and clients and, as appropriate, jointly develop projects that serve identified community needs.
- (3) Administrators of dislocated worker programs not funded under JTPA, such as the Employment Training Panel, Trade and Commerce Agency, and the Job Service, shall inform the local SDAs of their intent to operate a dislocated worker program.
- (4) Employment and training programs operated by the State Department of Social Services and County Welfare Agencies may have additional coordination responsibilities delegated by recent welfare reform initiatives, including the Personal Responsibility and Work Opportunity Act of 1996, Welfare-to-Work Grants to States (Section 5001 of the Balanced Budget Act of 1997), and the California Work Opportunity and Responsibilities to Kids (CalWORKS).

## **JOB TRAINING PLAN REQUIREMENTS**

- (a) The Job Training Plan submitted by a service delivery area to the State will contain assurances of compliance with the coordination requirements found in paragraphs (a)-(c), above. The plan will also provide assurance of compliance with the Americans with Disabilities Act, in order to provide appropriate services to individuals with disabilities.
- (b) In accordance with Section 15006(b) of the California Unemployment Insurance Code, each Job Training Plan will contain a certification from the county that the plan is consistent with the county plan to provide employment and training services to public assistance recipients. In the event that a Job Training Plan does not contain the required certification of consistency, the SJTCC will determine if the two plans are consistent and, if appropriate, will authorize the certification of consistency.
- (c) The Job Training Plan will contain descriptions of the following:
  - (1) Agreements reached with other SDAs serving a single labor market area regarding coordination among SDA programs; assessment of needs and problems in the labor market area; and coordinated or joint implementation of job development, placement and other employer outreach activities.
  - (2) Agreements reached through the planning process with other employment and training and education agencies for jointly funded projects, such as School-to-Career activities, of

benefit to common clients or agreements to use resources collaboratively to implement the Job Training Plan.

- (3) Projects that will be jointly undertaken or funded or in which resources are used collaboratively in accordance with requirements under JTPA Section 104(b)(4), such as One-Stop Career Center System partnerships.
- (4) Coordination and operational linkages with other federal programs, including other programs funded under JTPA, as required by JTPA Sections 205 and 265.
- (5) Expected linkages and expected results of these linkages with public or private economic development (EDC) agencies and general purpose business organizations.
- (6) Linkages developed between JTPA, Job Service, local education, and county welfare department to deliver services to benefit public assistance recipients.
- (7) Coordination activities and agreements reached with agencies serving groups locally determined to have special barriers to employment, including as appropriate, but not limited to:
  - Local offices of the Department of Rehabilitation
  - The Governor's Committee for the Employment of Disabled Persons
  - Department of Aging and their Title V grantees (including Senior Community Employment Programs)
  - Area Agencies on Aging and their subcontracted service provider organizations
  - The national contractor organizations and/or their contractors under Title V of the Older Americans Act
  - Agencies providing services to the homeless
  - Agencies providing drug treatment and counseling to substance abusers
- (8) Definition of linkage as it applies locally. One of the criteria for approving the Job Training Plan is the adequacy of coordination linkages. Each SDA must comply with the requirements for educational linkages under JTPA Section 265. In addition, each SDA must define linkage as it applies locally. To be considered acceptable, a linkage must clearly enhance the provision of services within the SDA. Therefore, a linkage must involve more than occasional meetings and informal arrangements. The local definition of linkage must include, as a minimum, written operational agreements with other entities, which result in one or more of the following:
  - an increase in the total number of persons served in the affected programs;
  - a qualitative and quantitative increase in the services provided to participants in the affected programs that is consistent with the needs of the participant;
  - arrangements to share client data and other relevant program information;
  - measurable changes in decreasing duplication of services, or in increasing effective use of existing resources between the affected programs;

- agreements or contractual arrangements to share certain resources and/or costs of training participants in affected programs, consistent with regulations of the affected programs;
- comprehensive service strategies for participants in the affected programs;
- formal agreements (monetary or nonmonetary) involving joint planning, service delivery or other arrangements; and
- other elements that enhance program services.

The criteria for linkage may include several of the above listed elements. Each linkage within the SDA must be a written operational agreement and must meet one or more of the SDA criteria in order to be considered a “qualifying linkage.”